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ABSTRACT

The Pennsylvania Commission for Women held hearings on equal opportunity for girls in athletics in November 1978. Participants included coaches, parents, students, organization and state officials. Testimony was presented on inequities between girls' and boys' athletic programs, coaching and officiating salaries, and attitudes toward female and male athletes. The major issues that emerged from the hearings are presented in this report. Each is documented by summaries or quotations from the testimony. Recommendations for actions to improve the status of girls' high school athletics are also included. (JD)

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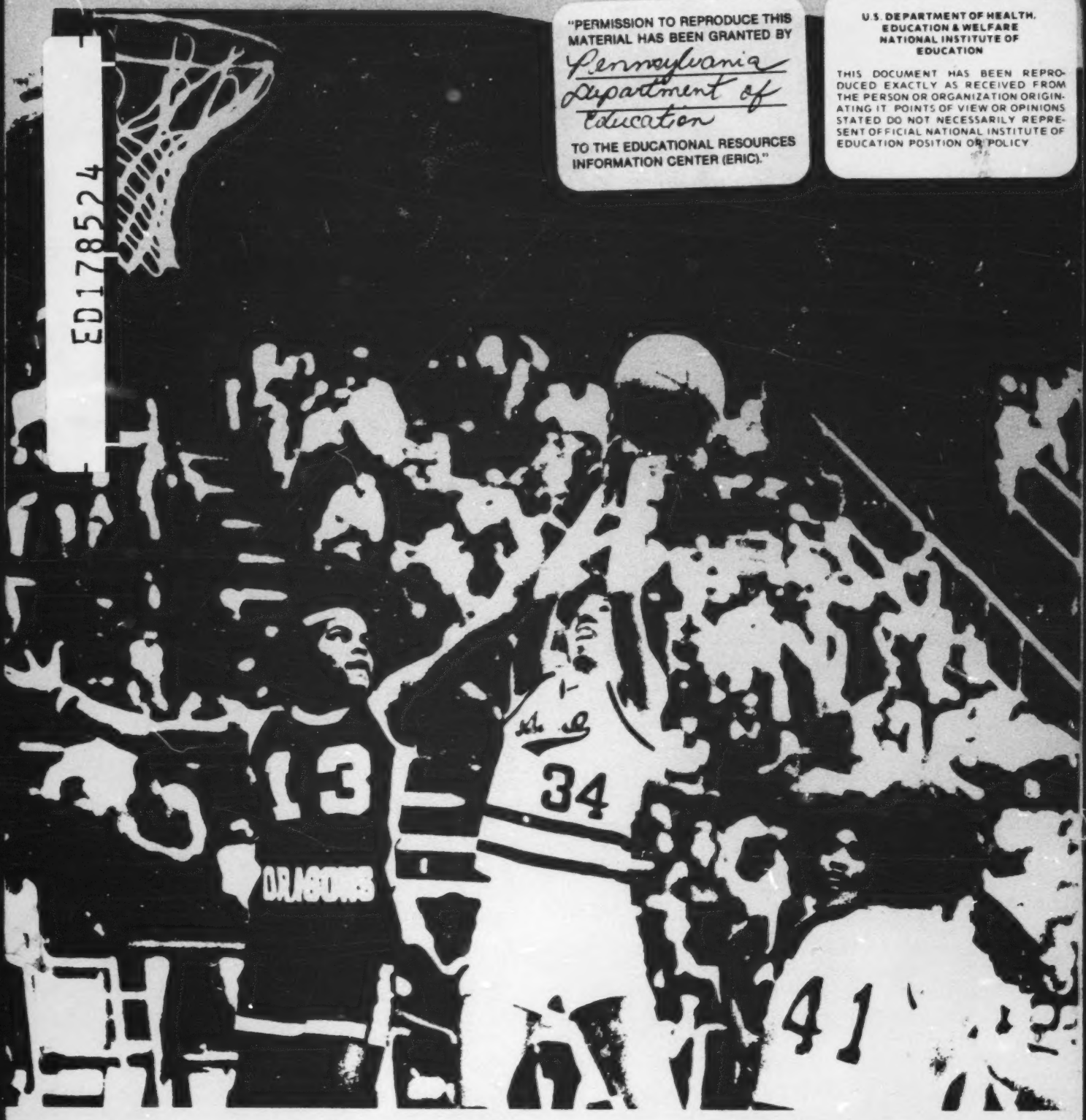

Sex Discrimination in High School Sports

A Report and Recommendations From Public Hearings on Interscholastic Athletics for Girls in Pennsylvania

Pennsylvania Commission for Women
Marie R. Keeney, Director

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Commonwealth of Pennsylvania
Dick Thornburgh, Governor

SP 015038

SEX DISCRIMINATION IN HIGH SCHOOL SPORTS

A Report and Recommendations from Public Hearings on Interscholastic Athletics for Girls in Pennsylvania

Pennsylvania Commission for Women
Marie R. Keeney, Director
Norma K. Raffel, Hearings Coordinator
1979

Commonwealth of Pennsylvania
Dick Thornburgh, Governor

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MARIE R. KEENEY
DIRECTOR
PENNSYLVANIA COMMISSION FOR WOMEN

Honorable Dick Thornburgh
Governor
Commonwealth of Pennsylvania
Harrisburg, Pennsylvania

Dear Governor Thornburgh:

I am pleased to transmit to you this report on the Commission for Women's public hearings on interscholastic athletics for girls in Pennsylvania.

The hearings were held in November, 1978, in Harrisburg. The hearing panel included, among others, Commissioners for the Commission for Women, representatives from the Department of Education and the Pennsylvania Human Relations Commission and an athletic director.

A total of twenty-one coaches, parents, students, organizations and state officials testified at the public hearings on remaining inequities between girls' and boys' athletic programs, coaching and officiating salaries and attitudes toward female and male athletes. In addition, several persons submitted written statements.

The report presents the major issues that emerged from the hearings which are documented by summaries or quotations from the testimony.

Recommendations are made to the State Board of Education, the Department of Education, local school boards, the Pennsylvania Human Relations Commission, the Office for Civil Rights of the Department of Health, Education and Welfare and the Pennsylvania Interscholastic Athletic Association. Implementation of these recommendations, we feel, can significantly improve opportunities for girls in athletics.

Thank you for your support of the work of the Commission for Women.

Sincerely yours,

Marie R Keeney

Marie R. Keeney

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INTRODUCTION

The Pennsylvania Commission for Women held hearings on Equal Opportunity for Girls in Athletics in Pennsylvania Secondary Schools as a means of assessing progress and identifying remaining problem areas under the federal and state laws and regulations which mandate equal opportunity in interscholastic sports.

The state Board of Education regulations have been in effect since 1975; the federal law, Title IX of the Education Amendments of 1972, provided a phase-in time for athletics that expired in July of 1978. We recognize that immense strides have been made since 1972 in providing access for girls to interscholastic sports at both the junior and senior high school levels. In Pennsylvania girls' participation has increased 251% since 1974, while boys' participation has gone up 25%. Girls are now almost one-third of all participants in interscholastic sports -- just four years ago they were less than 15%.

But a dramatic increase in numbers can be misleading; it is not proof that sports equity has been achieved. Even taken numerically, we should not be satisfied until girls comprise half of all interscholastic sports participants, and until schools offer an equal number of sports for girls and boys.

This hearing attempted to look behind the numbers, and at the other factors which must be met to provide truly equal access to sports. Included in the state and federal regulations, there are eleven specific requirements for schools.

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* A synopsis of the state and federal regulations can be found in the appendix.

Both separate and co-educational sports must provide both sexes equal access to:

1) school facilities
2) coaching and instruction
3) scheduling of practice time and games
4) number of activities at each level of competition
5) equipment, supplies and services
6) funding appropriate to the sport
7) a selection of sports and levels of competition which effectively accommodate the interests and abilities of members of each sex
8) travel and per diem allowances
9) assignment and compensation of coaches and tutors
10) provision of housing and dining facilities and services
11) publicity

Many schools have had to substantially expand interscholastic athletic program opportunities for girls in order to comply with the requirement of equal opportunity.

The Commission for Women has received complaints from girls, parents and coaches about inequities in some of the above areas. Witnesses at these hearings provided more information about the situation in schools across the Commonwealth.

Happily, there has been a growing awareness of the values of vigorous competitive sports for all people. Vigorous physical activity is needed life-long to promote both physical and mental health. Furthermore, sports develop many of the traits that are necessary for maximum functioning in today's society --- loyalty, self-discipline, unselfishness, determination, hard work. Team sports develop attitudes and skills valuable for success in management environment in business.

Thus, sex equity for girls in the area of sports should be a central concern to all who promote equal opportunity for girls and women, since access to sports has such an impact on the future development and success of women.

Marie R. Keeney, Director
Pennsylvania Commission for Women

OVERVIEW

The Pennsylvania Commission for Women held hearings on Equal Opportunity for Girls in Athletics in Pennsylvania Secondary Schools on November 17 and 18, 1978, at the Sheraton Inn, Harrisburg.

Announcements of the hearings were sent to athletic organizations, National Organization for Women chapters, state colleges and state education officials and interested individuals. The hearings were also publicized in Pennsylvania Education, a newsletter to teachers, and in some newspapers. News releases were issued prior to the hearings.

A total of 21 coaches, parents, students, organization and state officials testified at the public hearings on remaining inequities between girls' and boys' athletic programs, coaching and officiating salaries and attitudes toward female and male athletes. In addition, several persons submitted written statements.

The underlying effect of the inequities conveys a message that is probably much more devastating than any specific inequity cited -- that girls are not as important as boys.

The major issues that emerged from the hearings are presented. Each is documented by summaries or quotations from the testimony. Because some testifiers were concerned about possible retaliation, most people testifying are identified in the report only by geographical area and occupation.

Recommmendations for actions to improve the status of girls' high school athletics are also included.

MAJOR TOPICS FROM TESTIMONY

I. GIRLS' PARTICIPATION IN SPORTS DEVELOPS CHARACTER TRAITS AND PROVIDES EXPERIENCES THAT HAVE A POSITIVE AND SIGNIFICANT CARRY-OVER INTO VIRTUALLY EVERY ASPECT OF LIFE.

Nikki Franke, Olympic fencer and coach at Temple University in Philadelphia stressed that the increased self-confidence and feeling of self-worth derived from athletics help women handle more effectively, home or employment situations in adult life. Major points in her testimony are summarized below.

A quality athletic program provides girls (and boys) the opportunity to:

- Identify and accept their talents as well as their limitations
- Set and work hard for challenging and realistic goals
- Experience the satisfaction of achieving a goal
- Cope with disappointment or defeat
- Learn leadership skills
- Work closely with their peers
- Get to know people from different backgrounds with different beliefs and interests

A quality athletic program helps girls develop a sense of self-worth and pride in themselves and their activities.

The new female athlete is a dedicated athlete who is as serious about her sport participation as any male athlete, according to Ms. Franke. She is willing to work hard to improve her skills and wants strong and challenging competition. She needs proper equipment, reasonable access to limited facilities, and adequate budget, excellent coaching, coaches and administrators who expect as much of her as she expects of herself, and above all, she needs to feel that her needs are being met. She doesn't want to be ignored

or patronized. Unlike many boys the vast majority of girls have no dreams of professional athletics and huge salaries to work for. They participate out of their love of sport and their personal need to be involved.

Ms. Franke testified that sports had helped her to develop a strong sense of independence, self-worth, and self-fulfillment, but that she achieved her potential by chance, by overcoming obstacles and by being at the right place at the right time. If all girls, in all neighborhoods were encouraged, helped and supported by a variety of quality athletic programs, all girls would have an opportunity to develop athletic potential and character traits to enable them to achieve in adult life.

II. A PENNSYLVANIA DEPARTMENT OF EDUCATION SURVEY IN 1976-77 REVEALED THAT 86% OF THE SCHOOL DISTRICTS IN THE COMMONWEALTH WERE PROVIDING TWICE AS MANY ACTIVITIES OR COACHES FOR BOYS AS FOR GIRLS AT ONE OR MORE LEVELS OF COMPETITION.

Vernon L. Register, Senior Program Advisor for Health and Physical Education of the Pennsylvania Department of Education presented the information collected from school districts in 1976-77.

According to the survey:

> "313,623 junior/senior high school students participated in interscholastic athletics that year.* Thirty-four percent or 108,171 of the participants were girls and 66 percent or 205,452 were boys.
>
> "Junior high school students accounted for 109,833 or 35% of the total. Thirty-one percent or 34,167 of the junior high school participants were females and 69%, or 75,666 were males.
>
> At the senior high level, 36% or 74,004 of the participants were girls and 64% or 129,786 were boys. At all levels there were nearly two boys

* Schools were instructed to count each student only once regardless of the number of sports they participated in. The National Federation of High Schools counts students once for each sport they participate in.

involved in interscholastic athletic activities for every girl that participated."

Thus girls had only about two-thirds as many interscholastic opportunities as boys in Pennsylvania senior high schools. There were 2,888 teams for girls and 4,606 teams for boys.

In the junior high schools girls had only about one-third as many interscholastic opportunities as boys -- 745 teams for girls and 1,942 for boys.

The following chart was presented which showed the number of school districts which had at least two times more teams or coaches for boys. (There are 505 school districts in Pennsylvania.)

Interscholastic Athletics State Total
Boys to Girls Ratio 2:1 or Greater

	Number of School Districts	Per Cent
Number of Varsity Teams	238	47
Number of Junior Varsity and Other Subvarsity Teams	302	59
Number of Varsity Coaches	322	63
Number of Junior Varsity and Other Subvarsity Coaches	397	78

The report noted that "districts with a more favorable ratio may still be in violation of the regulation requiring equal program access for boys and girls."

III. MORE THAN 85% OF THE JUNIOR AND SENIOR HIGH SCHOOLS IN PENNSYLVANIA SPONSOR MORE INTERSCHOLASTIC SPORTS FOR BOYS THAN FOR GIRLS.

According to the Pennsylvania Interscholastic Athletic Association's 1977-78 Handbook, only 63 of the schools offered the same number of inter-

scholastic sports for girls and boys. Four hundred and ninety-nine schools reported sponsoring more interscholastic sports for boys than girls and only two schools reported sponsoring a greater number of interscholastic sports for girls.

Of the 497 senior high schools that reported sponsoring more interscholastic sports for boys than girls, 22 sponsored three more sports for boys, eight schools sponsored four times more sports for boys and one school offered five times more sports for boys than for girls. Five hundred and sixty-four schools reported sponsoring at least one interscholastic sport for girls and boys.

Eighty-six per cent (388) of the PIAA member junior high/middle schools offer more interscholastic sports for boys than for girls. Thirty-two per cent (143) of Pennsylvania junior high or middle schools sponsor interscholastic boys' sports <u>but no</u> interscholastic sports for girls! One hundred and thirty-five or 30% sponsor at least twice as many interscholastic sports for boys as for girls. Only sixty-three or 14% of the schools sponsor an equal number of sports for boys and girls. There are 451 junior or middle schools in Pennsylvania that are members of the Pennsylvania Interscholastic Athletic Association and sponsor interscholastic sports.

IV. MINORITY GIRLS ARE UNDERREPRESENTED IN SPORTS

Ms. Franke noted the low participation of minority women in college sports and attributed it to two major problems. One is the absence of female athlete role models for young girls. There have been numerous

outstanding minority women athletes, but youngsters, both minority and non-minority don't learn about them in school.

The second major problem, according to Ms. Franke, is the stereotyping that many school districts allow to dictate athletic programs -- the idea that minorities, especially blacks, are naturally gifted in some sports and totally inept in others. This fallacy limits the variety of sports offered and fails to provide opportunities to minorities who could derive benefits from programs other than basketball or track. Additionally, in minority communities the sport programs are even more male dominated than usual because young male athletes and their teachers know that sport is a viable vehicle for them to escape poverty and many hardships they encounter. Although there is only a limited future for a woman in professional sports at present, sports can help her in obtaining a college education, open career doors, enlarge her circle of acquaintances, and provide travel opportunities.

Compiling data on the number of minority women athletes, coaches and athletic administrators in schools would provide the necessary information to develop programs to encourage minority athletes, according to Ms. Franke.

V. THE STATE BOARD OF EDUCATION AND THE TITLE IX REGULATIONS PERTAINING TO INTERSCHOLASTIC ATHLETICS ARE NOT BEING ADEQUATELY ENFORCED

A Lancaster County coach testified about her experience trying to get action on a complaint.

" I feel that the State of Pennsylvania and particularly the Pennsylvania Department of Education have been negligent and irresponsible in assuring female students of this state that both the state regulations and

federal regulations prohibiting sex discrimination in athletics will be enforced.. . . .

"I then (1976) decided to file a complaint with the Pennsylvania Department of Education since the school district was also in violation of Title 22, PA Code Chapter 5.25. I began with the Title IX Coordinator for the state. The Coordinator's office sent me to the Office of Equal Rights, who in turn sent me to the special service department. Becoming frustrated in my efforts I decided to file my complaint under Title IX and the Pennsylvania State Education Code to the following people on July 12, 1976: Secretary of Education, Mr. Pittenger; Commissioner of Education, Mr. Frank Manchester; a member of the State Board of Education, Mr. James Roland; Special Services, Mr. Vernon L. Register; and two state representatives, Mr. Marvin Miller, Sr. and Mr. Marvin Miller Jr. in an attempt to find the proper office to receive my complaint. I received a letter informing me that the Pennsylvania Department of Education was not empowered to receive, investigate or resolve Title IX complaints. The Pennsylvania State Code was their responsibility; however, policies and procedures for handling complaints under the state code were very vague, if not in fact, non-existent.. . .

"To date I (have never) received a copy of the grievance procedures which they are supposed to have in order to be in compliance with Title IX. I am not sure how the state can expect a school district in their state to do something they themselves do not do. I could not believe the state did not have any procedure to handle complaints of any kind concerning any of the state regulations.....

"Concerning the state regulations there is no way to enforce the regulations on the state level. For example, this past summer I went to the Pennsylvania Department of Education to obtain information on curriculum and while I was there I inquired about my complaint and what had happened to it.... (I saw) forms sent by my school district to the Pennsylvania Department of Education. One involved Form #5976, Health and Physical Education Curriculum Regualtions Progress Report which was submitted by my superintendent. The information on this form was, to my knowledge demonstratively false and I do not feel the district could substantiate what was stated on this form. I asked why they did not go on-site and investigate the facts, especially considering my complaint.....

"I was also informed that they do not have the staff to go out to school districts to verify anything that is sent to the Pennsylvania Department of Education and that such were assumed to be accurate when this information is received. With this attitude and method of running the Department of Education I am surprised that any school district is following any guidelines, mandates, or regulations."

The same coach testifying about her experience with the Office for Civil Rights, Department of Health, Education and Welfare:

"My experience with Title IX of the 1972 Educational Amendments began in April, 1976. Having read Title IX it was very apparent that my school district was in violation of various parts of the regulations. Apathy toward equality of female students has historically been a mode of life tolerated by those of us who should find it repugnant. Feeling that apathetic attitudes will continue to exist until people begin to demonstrate repugnance toward it, I decided to initiate action against my school district. My complaint involved the following: Athletic opportunities for female and male students were unequal; Games and meets were scheduled in an unequal manner for girls and boys; reimbursement for equipment was provided to girls and boys in an inequitable manner; Coaches of girls' and boys' teams were not reimbursed equally for athletic clinics; A Title IX Coordinator was not designated nor had satisfactory grievance procedures been adopted and published; and policy regarding compliance with Title IX was not disseminated by the school district. This complaint was substantiated by facts supplied to the Office for Civil Rights in Philadelphia on June 24, 1976, when I discussed the violations for approximately two and one-half hours with officials of this office and my formal complaint was filed on June 26, 1976....

"After almost three years of letter writing, trips to Harrisburg, Philadelphia, and Washington, D.C., well over fifty telephone calls, a lawsuit and a court order, my school district was found in non-compliance with Title IX on August 25, 1978, by the Department of Health, Education and Welfare in a seven page letter explaining their findings. Since that date negotiations have begun with my school district and the Office for Civil Rights for voluntary compliance."

--Lebanon County: Women's Chapter of Basketball Officials, president:

"In 1976 our chapter formed a committee to investigate some courses of action to alleviate some of these problems. The committee investigated the provisions of Title IX and communicated with persons of the Department of Health, Education and Welfare, Region III, Philadelphia. In a nutshell, they determined that the school districts were all in violation of discrimination on the basis of sex, Title IX regulation 86.59. . . Even though our correspondence indicated we were entitled to equal pay they gave us no guidelines as to how we were to get this accomplished."

VI THE PENNSYLVANIA HUMAN RELATIONS COMMISSION HAS CLEAR POWER TO ENFORCE EQUAL OPPORTUNITIES FOR GIRLS IN ATHLETIC PROGRAMS

Homer C. Floyd, Executive Director of the Pennsylvania Human Relations Commission, testified that in its enforcement of the Human Relations Act, the Commission firmly established in law the principal that women and men must be paid equally for coaching jobs that are substantially equal. The legal precedent was set in the case of Linda Jean Richards vs. Millcreek

Township School District. However, not all school districts are obeying the law, and as recently as October 26, 1978, the Commission found it necessary to issue an order awarding back pay for two women coaches in the Central Bucks School District who had been discriminated against in terms of equal pay.

The Commission also has been successful, according to Floyd, in correcting a number of sex equity complaints through conciliation and negotiations, without the necessity of holding public hearings or the issuance of final orders.

Any jurisdictional questions related to sex discrimination in places of public accomodation - which included schools - was laid to rest with the passage of House Bill #2215 which amends the Pennsylvania Human Relations Act to clearly specify that schools and other places of public accomodation are covered by the sex provisions of the Human Relations Act. The Pennsylvania Human Relations Commission will now accelerate its efforts to eliminate sex discrimination in the athletic programs of secondary schools, Floyd testified.

VII. SCHOOLS CONVEY THE MESSAGE THAT GIRLS ARE NOT AS IMPORTANT AS BOYS WHEN THEY DO NOT SPONSOR EQUAL INTERSCHOLASTIC ATHLETIC PROGRAMS FOR BOTH SEXES.

This underlying message may be far more devastating in its effect on both boys and girls than any specific inequity discussed at the hearings.

--Central Pennsylvania, parent:

> "Two things have occurred. Not only have they denied opportunity, but subtly something more serious has happened. The school has conveyed the message that girls aren't as important as boys..."

--Capitol Area Conference, student:

> "Something that really irked me this year was football. They have what is called a cocoa bean game when Hershey plays Milton Hershey and they have a trophy for whoever wins. They have a big dinner. They never have anything like that for girls.

"Everyone had to go to an assembly where they had a big ceremony to give the boys this trophy. The captains of the team gave speechs. Everyone sat up and clapped. I was really humiliated because they would never think of doing that for girls. They are not good enough, not important enough."

--Philadelphia: Nikki Frank, coach:

"Girls who have to constantly fight and tug for every little thing they need can't possibly feel that their school administration sees them as being worthy human beings in their own right."

VIII. FACILITIES, EQUIPMENT AND SERVICES FOR GIRL'S SPORTS ARE OFTEN NOT THE SAME AS FOR BOYS.

--Deleware County coach:

"One school has immaculately maintained its boys' soccer and baseball fields while allowing its poorly kept girls' hockey and lacrosse field to be used for parking and picnicing.

"One school with a popular sports program maintained one locker room for girls along with three locker rooms for an equal number of boys, including one with 'Girls' Visiting Team Locker Room' printed on the door.

"Another school has the whirlpool located in the boys' locker room.

"Another school has left the availability of services -- such as laundry and equipment repair -- unadvertised to women coaches."

-- Pittsburgh School District, Pittsburgh Women's Athletic Association:

"The boys' baseball team used the school field for practice and games. The girls must walk to an away field for (softball) practices."

The Association also testified that the boys' championship games and meets were held at the Civic Arena, Smith Park, or Three Rivers Stadium, or the University of Pittsburgh, while the girls' events were held at high schools.

--Capitol Area Conference, student:

"Our track team has not had new sweatsuits for two years. The whole boys' track team, of course, has sweats and the basketball team, and the football team, whatever they needed. The girls' track team passes their sweatsuits to the cross-country team, the swimming team, sometimes the softball team, then down to track. So they go through about four teams. You know, by that time the sweats are looking ragged."

--Central Pennsylvania, coach:

". . . boys practice after school because (their games) make big money and the girls practice at night because (theirs) are paying their own way or making a little."

--Western Pennsylvania:

A coach testified that the girls were given inferior equipment, basketballs with blemishes and shoes that cost $11.00 while the boys' shoes cost $29.00. Also, the weight room was not available for the girls' basketball team.

--Eastern Pennsylvania:

Girls have to use the gym at nights and on Saturday.

IX. SOME SCHOOLS ARE RELUCTANT TO PROVIDE ENOUGH FUNDS TO ACCOMODATE THE GIRLS INTERESTS AND ABILITIES.

Although only one person presented a summary of a school's total athletic budget, the fact that the amount of money alloted girls' athletic programs was neither comparable to the boys' nor enough to satisfy the interest and abilities of the girls' was constantly referred to during the hearings.

--Pennsylvania Department of Education:

Vernon L. Register, Senior Program Advisor, Health and Physical Education, in response to a question asking what is the most frequent complaint the Department receives regarding interscholastic athletics:

"A group of young women wish to start an interscholastic athletic team to represent a school and they are told there is no money, no coaches, facilities nor equipment and supplies for them. The school district sometimes takes the position that it's impossible to create new teams in these austere times, that they cannot purchase the uniforms, provide travel money, or the coach's salary if they could find a coach. It would be fiscally impossible for them to establish a new team. Now these are the same school districts who will purchase great numbers of awards, who will provide lots of supplies and other services that are not necessarily needed. Or they will provide an additional coaching staff member to the boys' programs and at the same time cry austerity when it comes to the girls requesting some help."

--Capitol Area Conference, student:

"I'm constantly getting from the athletic director and officials at school that the budget is too small: we can't afford this or we can't afford that."

--Harrisburg School District, parent:

"The school budget is the most blatant indication of unfair sex discrimination. According to the school budget, 1978-79, girls' sports received 8% of the total. Boys receive 35%. Fifty-six percent of the athletic budget is shared. The shared percentage is considered to be proportionately unfair. There are approximately 500 boys sharing with approximately 120 girls. In cross country, for example, there are two girls who participate and so they share the cross country budget. Cheerleading* is part of the girls' athletic budget."

--Pittsburgh School District, Pittsburgh Women's Athletic Association:

"At least 50% of the school's budget is given to football. . . This is 50% that comes from taxpayers. As far as revenue that comes from football games is concerned, all of the games are closed to the public."

--Central Pennsylvania, coach:

A coach testified that the boys' basketball budget was $3,000 while the girls' was $800.00 in 1978-79.

X. GIRLS INDOOR SPORTS EVENTS ARE OFTEN SCHEDULED IN THE AFTERNOON WHILE THE BOYS' EVENTS ARE SCHEDULED IN THE EVENING.

Afternoon scheduling affects the quality of officiating and limits the number of spectators. Many officials work during the day and are not available for afternoon events. Also, working parents are unable to attend afternoon games. Evening is recognized as the best time for drawing spectators and increasing community and school support.

--Harrisburg area; parent:

"Just this Tuesday evening she (her daughter) came home from practice quite upset. There are no home games scheduled at night for the girls' basketball team. The girls had approached the school administration,

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* Cheerleading is not considered to be an appropriate activity to include in an athletic budget according to the Office of Civil Rights, Department of Health, Education and Welfare.

through their coach, and asked if they could play one game at night . . . They were told there were no nights available to them except . . . the first game of the season (which) is not a league game.

"The reasons for this decision seem absurd. They were told that the girls could not have a home game at night when the boys' teams were away (either wrestling or basketball) because it would take away from the boys' crowd. All other dates for the main gym are taken.

"The girls usually play at 3:30 p.m. I'm lucky. I work three blocks from the high school and my boss usually lets me sneak out early to see our daughter. But many parents never or very seldom get to see their girls play.

"Another thing. If the games weren't played so near the dinner hour it might attract more officials. We are now reaching the time when many of the gals that have played basketball under the full court system have completed college and are out in the business world. Maybe they would enjoy officiating but, here again, they can't get the time off their jobs to do it. I am sure all the men officials hold fulltime day jobs and just do this as an added thing. We need good women officials who have played the game and understand it fully."

--Central Pennsylvania, parent:

"Girls' basketball takes place in the afternoon when only a handful can attend. Girls' varsity games could precede the boys, which would indicate that it is held in some importance, but also (it) would give the girls an opportunity to play before a crowd."

--Susquehanna Township, parent:

"For regular season games, however, men officials are rarely available for afternoon games. . . . One alternative is to have varsity girls' and boys' games in the evening. . . and have the JV boys and girls in the afternoon. Together with decent officiating, night games could provide valuable experience to female athletes as they vie for positions in collegiate women's sports."

--Carlisle Area School District:

A coach testified that is difficult to get some officials for afternoon games.

XI. GIRLS INTERSCHOLASTIC BASKETBALL PROGRAMS CONDUCTED DURING THE FALL RATHER THAN THE WINTER SEASON ARE INEQUITABLE.

Four persons (3 coaches and 1 student) testified that interscholastic

basketball programs during the fall season are unfair to the girls because the district and state play-offs are not held until spring and that the teams that play in the fall must try to "gear up" just before the play-offs after a period of not playing. Many of the girls' basketball programs were initiated in the fall season so the boys could use the gym during the winter. At many of these schools the girls' interscholastic sports are concentrated in the spring and fall season, leaving little, if any, interscholastic opportunities for girls during the winter season.

One coach testified that she liked the fall season because she didn't have to compete with the boys for use of the gym, driving conditions are better in the fall, and the team didn't have to compete with other sports for publicity. She felt the team did not suffer from the dormant period because they had gone to the State Championship play-offs. The only interscholastic sport for girls at her school during the winter is swimming.

Others who testified were opposed to the practice of having girls' interscholastic basketball programs during the fall season.

-- Central Pennsylvania, coach:

> "The other concern deals with our problem of playing in the fall and having our play-offs in the spring. This is ridiculous. The old excuses of crowded practice schedules, traveling problems, scheduling problems, expenses and additional general problems aren't very comforting to a group of girls who have worked very hard to reach a readiness for play-offs only to find themselves in a state of hold for two months. The fine edge is gone. Other teams are finishing their season and you are just trying to come back. This is unfair and unnecessary. Most of the coaches in our area agree. Who then is keeping the situation as is?"

--Southwestern Pennsylvania, coach:

> "The girls are set up for fall basketball so that the gym does not become a problem for practices. The greatest injustice of fall basketball is the split season; that is, playing the scheduled games in the fall

and having play-off for districts, etc., in the spring. It is so unfair to ask a group to prove themselves two times as opposed to their male counterparts; boys start and play through. The split season adds a factor of negative motivation which is very hard to overcome. The girls must get it all together again for maybe only one game, and equally disturbing to many is that they can't go out for a winter sport because of practices for district competition in basketball.

"As the programming is now, there are three sports offered in the fall (tennis, basketball and hockey), swimming in the winter and softball in the spring. The fall sports suffer because girls are forced to make a choice from one of those as well as football band, and then there are no choices to be made in the winter or spring."

--Central Pennsylvania; student:

"I am a senior girl enrolled in a school in central Pennsylvania, and I know firsthand the meaning of sex discrimination in high school athletics. In this letter I hope to inform you of the situation in my particular school. . . My school has five girls' sports and eight boys' sports. This in itself is an obvious disadvantage, but even worse is the fact that three of these sports are in the same season. This drastically limits the number of sports a girl in my school can participate in. Girls' basketball and tennis are in the fall with field hockey due to a desire of our school district to 'keep them from interfering with boys' sports.'"

--Western Pennsylvania:

A coach testified that they played basketball in the fall and that there were no sports for girls during the winter. There were two sports in the fall and four in the spring.

XII. THERE ARE NO GIRLS' JUNIOR VARSITY TEAMS AT SOME SCHOOLS WHERE THEY SPONSOR BOYS JUNIOR VARSITY TEAMS.

--Allentown School District:

"Girls' sports in the Allentown School District totally lack junior varsity programs. This inequity directly and profoundly discriminates against girls who have no opportunity to train and build into varsity programs. Boys have the availability and advantage of junior varsity programs in football, basketball, and soccer."

--Pittsburgh School District:

"The girls do not have a junior varsity basketball team or coach; the boys, of course, do. This includes the whole city school system for senior high schools."

--Carlisle Area School District:

A parent testified that the boys have junior varsity football, soccer, wrestling, and basketball teams. The only junior varsity team for girls is basketball.

XIII. GIRLS' TEAMS OFTEN DO NOT HAVE ASSISTANT COACHES WHEN THEY ARE PROVIDED FOR BOYS' TEAMS.

--Allentown School District, Allentown Federation of Teachers:

> "The inequity here is quite simply that the girls' sports do not have assistant coaches (the only exception is girls' swimming). The number of participants trying out for both boys' and girls' sports is comparable. The lack of assistant coaches in girls' sports denies the participants necessary instruction, training and supervision. At the same time the responsibility placed on a single coach is overwhelming. I would like to add that the schedule for competition is very much the same. Boys have assistant coaches in football (6), basketball (2), track, baseball and wrestling. The Allentown girls' basketball coach has just as many participants trying out for the team and plays almost as many games, yet he has no assistants compared to two for boys' basketball and at the same time receives $750.00 less as a coaching salary."
>
> "The girls' track coach applied for an assistant coach three times and was turned down by the Board."

--Carlisle Area School District:

The assistant coaches for two girls' sports (softball and gymnastics) were eliminated because of budget considerations, while only one boys' assistant coach was cut (cross country).

--Capitol Area Conference; student:

> "I know when I was on the basketball team last year, I played on the junior varsity and for the whole season we didn't have a coach. Our varsity coach, coached both the junior varsity and the varsity. In the beginning of the season I tried to bring this to the school board, the principal and the athletic director to get us a coach."

--Western Pennsylvania:

A coach testified that there are two assistant basketball coaches for boys, but only one for the girls' team.

XIV. TRACK TEAMS INTEGRATED BY SEX OFTEN RESULT IN FEWER OPPORTUNITIES FOR GIRLS.

--Pittsburgh School District, coach:

"Now the second point is that girls do not have a head track coach. There is one coed team -- males being the head and first assistant coach and the second assistant is female. Originally the track team was a male team and just the contract was changed to make it a coed team. What they have done was add a second assistant coach, which in every school is a female."

The coach stated that she wanted a separate boys' and girls' track team because the head and first assistant coaches pay more attention to the boys:

"The meets are held at the same time and what we usually do is run a boys' event and then run a girls' event and what has been happening in a lot of meets around the city is that time becomes a factor -- usually the meets have been running twice as long. The male coaches are complaining because the meets last until six or six-thirty and what they'll do consequently, is just drop off a few of the girls' events. They'll run the boys' events and just drop the girls."

--Central Pennsylvania, parent:

"Track is another area of star billing for the boys and leftover time for the girls. Rushing through events to beat a setting sun and defy a growling stomach should be experienced by both sexes or a better way to do it arranged."

--Blair County, student:

"Some girls who are interested in a sport that is not available for them participate in the boys' programs; I am such a girl. No one can know the true meaning of frustration until they have practiced for months only to realize that they will never be able to know the 'thrill of victory.' For the past three years I have participated in the boys' track program at my school. It is very discouraging to try harder than some boys and still lose to them in competition. A girl being permitted to participate on a boys' team is not receiving equal rights. Sports are to build character, but they destroy character when only the 'agony of defeat' is experienced. Not only do girls in boys' sports suffer discouragement, but if they ever do win, they become outcasts. Few boys are able to cope with girls who are more athletic than they. I believe that for sex discrimination in sports to end, there must be separate, but equal, teams for girls and boys."

--Blair County, coach:

"The girls are allowed to practice with the boys' track team and travel along just in case the other school may have some girls to run. Our girls are unhappy with the track situation."

XV. THERE ARE NO JUNIOR HIGH GIRLS' INTERSCHOLASTIC ATHLETICS AT SOME SCHOOLS WHICH SPONSOR BOYS' INTERSCHOLASTIC ATHLETICS.

--Southwestern Pennsylvania:

"Girls have interscholastic basketball from the ninth grade upward while boys are in a league from seventh grade."

--Carlisle Area School District:

A parent testified that there are no interscholastic athletics for girls in the seventh grade and eighth grades. There are four teams for boys.

--Western Pennsylvania:

A coach testified that some junior high schools in the area have a boys' interscholastic program, but none for girls.

XVI. COACHES FOR GIRLS' TEAMS ARE OFTEN PAID LESS THAN BOYS' COACHES WHERE WORKING CONDITIONS ARE COMPARABLE.

Inequitable coaching salaries for girls' athletics was identified as a problem by every coach, parent and student who presented testimony. The status of coaches' pay in various parts of Pennsylvania is summarized below from testimony presented at the hearings.

--Capitol Area Conference Schools:

According to a 1977 survey, eight schools sponsor both girls' and boys' basketball.

Seven schools paid the head girls' basketball coach less than the head boys' basketball coach. Generally, the salary of the head girls' basketball coach was about one-half of the head boys' basketball coach. In 5 of the 8 schools the head girls' basketball coach was paid about the same as the salary of the boys' assistant coach. In seven schools the head girls' softball coach's salary was less than that of the head boys' baseball coach. The chart below lists salaries for girls' and boys' sports by school.

Basketball, Softball & Baseball
Coaching Salaries in Capitol Area Conference Schools - 1977

School	Head Basketball Coach Male	Female	Asst. Bask. Male	Female	Head Base. Male	H.Soft Female	Asst. Base (M)	Asst. Soft (F)
Mechanicsburg	1400	700-1200	6-1100	400-600	7-1200	600-800	4-700	---
Cumb. Valley	2200	1210	880-1100	770	1045	770	770	---
East Penn.	1500-2000	800-1200	800-1000	500-900	1-1200	700-900	6-800	3-500
Hershey	1800	850	8-900	450	825	600	5-575	300
Lower Dauphin	1000	300-625	300-625	300-625	1000	350-650	350-650	350-650
Middletown	2000	800	800-1000	500	600	300	200-500	---
Milton Hershey	1200	---	700-900	---	700	---	500	---
Palmyra	1120	1070	530-700	530-700	765	695	520	430
Susq. Twp.	1400-1950	1400-1950	775-1075	775-1075	650-850	650-850	450-675	450-675

--Carlisle Area School District:

The male baseball team and the female softball team had virtually the same length of season, number of competitive events and number of participants, but the baseball coach is paid $1,420 for the 1978-79 season while the softball coach is paid $1,060. The pay difference resulted because baseball and softball are placed in different categories in the extra duty/extra pay schedule for interscholastic athletics, but no explanation was given as to why these sports should be in different categories. Varsity soccer (male) and varsity field hockey (female) are considered comparable sports by the coaches testifying. The number of games, length of season, and number of participants are virtually the same, yet the soccer coach is paid $1,420 while the field hockey coach is paid $1,060 because the sports

are assigned to different categories in the extra duty/extra pay schedule. Previous experience or success of the team could not be factors in assigning categories because the field hockey coach has 18 years of experience and a championship team.

--Pittsburgh School District:

A coach testified that the head coach for boys' baseball is paid $1,150 for the 1978-79 season while the girls' softball coach is paid $725, the same as the assistant baseball coach. There is no assistant softball coach.

--Dauphin County, parent:

> "I believe that poor wages equals poor coaching. Because of a poorly trained, inexperienced coach who lacked ability and know-how my daughter did not have a chance to play. However, with a new pay scale and new coach she became a starter, points leader, and co-captain of the team. I believe that premium pay attracts quality coaches and quality coaching develops quality teams."

--McKean County:

A head coach and assistant coach of the girls' varsity basketball team filed a complaint with the Pennsylvania Human Relations Commission and subsequently brought suit in the Common Pleas Court charging that the school district discriminated against them by denying them pay equal to that received by the boys' varsity basketball head and assistant male basketball coaches. The court in September, 1978, ruled that "all salaries between male and female coaches shall be equal for relatively equal programs and duties for the years 1977-78 and following." As of November, 1978, the school district had not revised the salaries.

--Allentown School District:

A coach testified that the head coach for boys' basketball receives $2,125 while the coach of the girls' basketball receives $1,375. The head coach for boys' swimming receives $1300 while the head coach for girls' swimming receives $850. The head coach for boys' track receives $1275 while the head coach for girls' track receives $800. Schedules and time involved are comparable.

--Central Pennsylvania, coach:

"The girls' basketball coach receives $950 while the boys' basketball coach receives $2,800."

--Southwestern Pennsylvania, coach:

"In the sport of basketball, both coaches and participants are victims of inequity. The (girls') coach is paid only 60% that of the boys' coach."

XVII. OFFICIALS WHO OFFICIATE AT GIRLS' INTERSCHOLASTIC CONTESTS ARE PAID LESS THAN OFFICIALS FOR BOYS' INTERSCHOLASTIC CONTESTS AND THEY DO NOT HAVE EQUITABLE FACILITIES.

Pay affects the quality of officiating at girls' games and ultimately the girls' skill development. Experienced officials contract for the higher paying boys' games, leaving less experienced officials for the girls' games. However, virtually no experienced women are contracted to officiate at boys' events, forcing them to officiate for lower pay regardless of experience. Testimony revealed that both male and female officials must pass a written test and be registered with the Pennsylvania Interscholastic Athletic Association, and that officials for boys' and girls' events have the same costs (i.e., uniform, shoes, transportation). Some coaches think that girls' games are more difficult to officiate because girls have not yet reached the same skill level as boys.

Testimony regarding officials follows:

--Susquehanna Township, parent:

"Again, because of lack of training, expertise, and possibly unequal pay, the ladies of Susquehanna Township were 'ripped off' by poor officiating."

--Capitol Area Conference:

Officials' fees for boys' and girls' basketball are not equal. Also, comparable boys' and girls' sports such as baseball and softball do not pay officials the same amount.

Official Fee Guidelines 1978-79 and 1979-80:

Sport	Varsity	Junior Varsity
Boy's Basketball	$25.00 each	$16.00 each
Girls' Basketball	$14.00 each	$12.00 each
Baseball (boys') varsity	$20.00 each	$16.00 each
Softball (girls')	$14.00 each	-------

One former official testified that "female officials are excluded from officiating at any 'male' sports event where higher salaries are paid."

--Lancaster-Lebanon Area:

The President of the Women's Chapter of the Lancaster-Lebanon Chapter of Women Basketball Officials testified that the facilities, fees and treatment for officials of boys' and girls' games are not equitable. She explained that officials' fees are recommended by the Athletic Board of Control and the schools in the area follow the recommendations. The Chapter of Women Basketball Officials attempted several times to communicate their concern over the

inequities and the requirements of Title IX to the Athletic Board of Control without success. The fees recommended for the 1978-79 year were:

	Varsity	Junior Varsity
Boys' Basketball	$24.00	$15.00
Girls' Basketball	$19.00	$12.00 ---

Facilities of boys' and girls' officials were also a problem according to the testimony. Although women's officials are now given a place to change clothes, it is usually the physical education teachers' office when often the only shower facilities are with the teams. She pointed out how uncomfortable that situation can be if it is with the losing team.

A specific example of the different treatment given girls' and boys' officials was given by the official.

> "There is one school in our district where thay have a representative meet the official (boys') at the front door, take his bag, lead him to his dressing area, give him a locker with a clean towel, fresh bar of soap, and a candy bar and his check. . . nobody ever greets us."

XVIII. SOME SCHOOL DISTRICTS HAVE BEEN RESISTANT TO EQUALIZING ATHLETIC OPPORTUNITIES FOR GIRLS AND BOYS, AND ON OCCASION HAVE RETALIATED AGAINST PERSONS WHO PURSUE THE RESOLUTION OF INEQUITIES.

--Cumberland County:

A parent testified that the men's and women's coaching salaries at a school were not equal and when negotiations to correct the problem failed, one coach filed a complaint with the Pennsylvania Human Relations Commission. The school board then decided to award the back pay, but told the coach not to apply for any coaching positions and led her to believe that her job as teacher would be jeopardized if she pursued the matter. The coach had exceptional coaching evaluation, a number of years of experience, the support of parents and players, and had coached three sports. She is not coaching at present

despite a shortage of coaches for girls' sports in the school district.

--Lancaster County, teacher/coach:

> "A written letter of complaint was sent on August 30, 1976, to the following people: the superintendent of the school district, director of personnel, athletic director, nine members of our school board, and the high school principal. . . I received no formal acknowledgement from these people, but the informal acknowledgement I could have done without. My schedule was the worst schedule I had ever had; my duties were increased and I felt harassed. I decided at this point I had better obtain an attorney and subsequently sued the school district. Only after filing a complaint with the Department of Education and the Office for Civil Rights, Department of Health, Education, and Welfare, bringing a suit in the U.S. District Court in Philadelphia under the Fair Labor Standards Act to equalize the girls' and boys' basketball coaches' salaries did the school district agree in an out of court settlement which would equalize the basketball programs by the 1979-80 school year."

--Dauphin County:

When asked about coaches helping to improve athletic facilities for girls, a student testified:

> "Well, a lot of people are afraid of losing their jobs, especially women who aren't used to speaking out. . . when I talked to the coach about it she said, 'No, I don't think we'll be able to get it and, well, we'd like to have it, but. . .' You know, she was afraid to make a ruckus about it. It was the same way when I tried in basketball. I talked to my coach and told her exactly what I was trying to do. She was for it, but she really didn't want to get that involved because, I guess, she was afraid that they would find some cause to fire her."

--Pittsburgh School District:

The Pittsburgh Women's Athletic Association testified that during negotiation of the last teachers/coaches' contract more than ten issues considered to be inequitable by them were presented to the Pittsburgh Board of Education and they were all turned down except equal pay for the head basketball coaches.

> "In fact, the only reason we received equal pay for the head basketball coaches was because our last contract, which was in . . . the summer of 1977, we actually took the Board to court. In the process of taking them to court, they said they would agree on equal pay for head coaches if we dropped the suit, and obviously it was dropped, which got us nothing really."

--McKean County:

The assistant and head girls' basketball coaches filed suit in the court of common pleas against a school district because they were denied pay equal to that received by the boys' basketball coaches. The suit was filed after negotiations with the school board failed to resolve the problem and the Pennsylvania Human Relations Commission took no action. The court ruled that the school district should equalize salaries for 1977-78 and the following years.

RECOMMENDATIONS FOR ACTION

Implementation of laws and regulations related to sex equity in interscholastic athletics requires vigorous, visible action from government agencies and educational leaders. Additionally the understanding and support of the community, parents and students are needed. Schools need firm, continuing persuasion and technical assistance as well as the certainty that prompt enforcement will follow any infractions of the law if they are to comply with the mandates of equal opportunity for both sexes.

Therefore, the Commission for Women makes the following recommendations:

I. The Secretary of Education, Commissioners and State Board of Education should take every opportunity to publicly advocate equal opportunities for girls and boys in interscholastic athletics.

II. The State Board of Education should:

--Direct the Department of Education to use appropriate sanctions against school districts that do not voluntarily comply with the state regulations on athletics.

--Adopt an athletic policy which includes the relationships of interscholastic athletics to educational programs and opportunities for girls.

III. The Department of Education should:

--Offer specific incentives for school districts that demonstrate that girls and boys have equitable athletic programs.

--Create an interdepartmental committee with the Human Relations Commission and the Commission for Women to develop a coordinated complaint handling procedure.

--Conduct additional series of workshops offering technical assistance for school board members, principals, athletic directors, teachers and coaches to increase the understanding and knowledge of how to comply with federal and state athletic regulations.

-- Produce radio and television spot announcements explaining sex equity in interscholastic sports.

-- Collect information on the race and specific sport participation of female athletes.

-- Require schools to submit to the Department of Education detailed reports on compliance with state regulations and to make such reports available for public inspection.

-- Conduct periodic on-site reviews of schools for compliance with the state athletic regulations and report findings to the Pennsylvania Human Relations Commission.

-- Advise persons contacting them about sex discrimination of the specific procedures for filing a formal complaint so that it can be properly handled.

-- Refer sex discrimination complaints to the Pennsylvania Human Relations Commission, which has the official law enforcement responsibility. The possibility of joint investigations should be explored.

IV. Local School Boards should:

-- Examine and equalize the salary schedules for coaches and fee schedules for game officials to eliminate sex discrimination.

-- Prepare a written evaluation of athletic programs of all schools in the district in light of the federal and state regulations and policies, with particular attention to the kinds of inequities covered in this report.

-- Issue policies regarding equality in sports programs, with particular emphasis on those areas, such as recognition of girl athletes and coaching, which affect the self-image of actual and potential sports participants.

V. The Pennsylvania Human Relations Commission should:

-- Promptly respond to retaliation that results from filing a complaint.

-- Aggressively investigate and resolve all complaints of sex discrimination in facilities and equipment, scheduling of games, length of season, number of opportunities, officials' pay and coaches' pay under its new public accomodations powers. The results of these complaints should be widely publicized.

-- Produce short radio and television announcements that inform the public of the inclusion of sex discrimination in interscholastic athletics under the public accomodations section of the Pennsylvania Human Relations Act, and how to file a complaint.

-- Promptly take the additional actions to achieve sex equity in school athletic programs pledged by the Executive Director at the hearings. The Pennsylvania Human Relations Commission plans to:

> "Send formal notification to each of the 504 school districts in Pennsylvania, advising them that we expect every school district in Pennsylvania to act immediately to end sex discrimination in athletic programs. . . We will tell school officials that sex equity in programming is clearly within the jurisdiction of our agency . . . We will ask for their cooperation, and we will offer them technical assistance.
>
> "The Human Relations Commission also will communicate with the association representing school boards, and with various other professional associations. We will invite their cooperation in this law enforcement effort, and we will solicit their ideas for getting the job done as quickly as possible.
>
> "Our Commission also will communicate with the Pennsylvania Interscholastic Athletic Association, which plays a crucial role in school athletic programs. We will urge PIAA officials to take a leadership role in the evolution of a new and non-discriminatory athletic program for the schools of the Commonwealth."

VI. The Office for Civil Rights, Department of Health, Education and Welfare should:

-- Aggressively investigate and resolve all complaints of sex discrimination in athletic programs, as well as complaints about officials' and coaches' salaries and publicize the results.

-- Conduct compliance reviews of at least three school districts in Pennsylvania.

-- Inform the school districts of specific examples of what is and is not compliance with the Title IX regulations regarding athletics, including examples of minimum compliance.

-- Establish with the Pennsylvania Human Relations Commission the same kind of deferral relations for Title IX complaints as exists with the Equal Employment Opportunity Commission for Title VII complaints, and in deferring such cases, compensate the PHRC for the work done.

II. The Pennsylvania Interscholastic Athletic Association should:

-- Provide leadership and use all powers of persuasion on member schools to equalize the salaries and treatment of officials for girls' and boys' sports.

-- Enforce the regulations in Article XV of the By-Laws of the Pennsylvania Interscholastic Athletic Association pertaining to basketball practice and play dates, so that all girls' interscholastic basketball will immediately precede district and state play-offs.

-- Explore the possibility of coordinating selection and development of additional girls' interscholastic programs in order to provide an adequate number of competitors in the same sports in each PIAA district.

APPENDIX

ATHLETIC HEARINGS PANEL

Richard Anliot - Pennsylvania Human Relations Commission

Marlene Berman - Chair, Pennsylvania Commission for Women

Cheryl K. Genevie - Commissioner, Pennsylvania Commission for Women

Marie R. Keeney - Director, Pennsylvania Commission for Women

John Maitland - Director of Health, Physical Education and Athletics
Easton Area School District

Harriet McGeehan - Commissioner, Pennsylvania Commission for Women

Norma K. Raffel - Consultant, Pennsylvania Commission for Women

SYNOPSIS OF FEDERAL AND STATE REQUIREMENTS PROHIBITING SEX DISCRIMINATION IN INTERSCHOLASTIC ATHLETICS*

Federal and State Requirements

AREA OF CURRICULUM	FEDERAL REQUIREMENTS	STATE REQUIREMENTS	WHAT IS REQUIRED OF SCHOOL DISTRICTS
Interscholastic Athletics	In general, interscholastic activities must be offered on a coeducational basis. However, schools may operate or sponsor separate teams for members of each sex where team selection is based on competitive skill or where the activity is a contact sport. However, if a school operates a team in a particular sport for one sex and not for the other sex and athletic opportunities for the "other" sex have previously been limited, members of the excluded sex must be allowed to try out for the team offered unless the sport is a contact sport. Whenever the sports activity offered limits participation of one sex, schools have an obligation to provide a team for that sex. Schools conducting interscholastic athletic programs shall provide equal opportunity for members of both sexes. Among other factors, equality of opportunity involves: (1) whether the selection of sports and levels of competition effectively accommodate the interests and abilities of members of both sexes; (2) the provision of equipment and supplies; (3) scheduling of games and practice time; (4) travel and per diem allowance; (5) opportunity to receive coaching and academic tutoring; (6) assignment and compensation of coaches and tutors; (7) provision of locker rooms, practice and competitive facilities; (8) provision of medical and training facilities and services; (9) provision of housing and dining facilities and services; (10) publicity.[9] 9. [Federal Register, Vol. 40, No. 108, Subpart D para. 86.41 (HEW Regulations p. 24142-3)]	All interscholastic athletic programs shall be conducted in accordance with regulations of the State Board of Education. Separate programs of interscholastic athletics shall be available to boys and girls and provide equal access to: (1) school facilities; (2) coaching and instruction; (3) scheduling of practice time and games; (4) number of activities at each level of competition; (5) equipment, supplies and services; (6) funding appropriate to the sport. School districts may also sponsor coeducational teams. No rules may be imposed that exclude girls from trying out for, practicing with and competing on boys' interscholastic teams. Schools are to comply by July 1, 1975.[10] 10. [Title 22, Pa. Code Chapter 5.25 e, (Basic Education Circular 154, November 1, 1974)]	Schools are required, as of July 1, 1975, to conduct all interscholastic athletic programs in accordance with regulations of the State Board of Education. To comply with Federal regulations, all sports which are non-contact and where team members are not selected on the basis of competitive skill, must be offered on a coeducational basis*. Both separate and coeducational sports must provide both sexes equal access to: (1) school facilities; (2) coaching and instruction; (3) scheduling of practice time and games; (4) number of activities at each level of competition; (5) equipment, supplies and services; (6) funding appropriate to the sport; (7) whether the selection of sports and levels of competition effectively accommodate the interests and abilities of members of both sexes;* (8) travel and per diem allowances;* (9) assignment and compensation of coaches and tutors;* (10) provision of housing and dining facilities and services;* (11) publicity.* School districts may also sponsor coeducational teams. No rules may be imposed that exclude girls from trying out for, practicing with and competing on boys' interscholastic teams. This means that many schools will have to substantially expand interscholastic athletic program opportunities for girls in order to comply with the requirement of equal access. (*Federal criteria)

*Extracted from "A Synopsis of Federal and State Requirements Prohibiting Sex Discrimination in Health, Physical Education, and Athletics", issued by the Pennsylvania Department of Education, Bureau of Curriculum Services, December, 1975.

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MARIE R. KEENEY
DIRECTOR
PENNSYLVANIA COMMISSION FOR WOMEN

INTERSCHOLASTIC ATHLETIC PARTICIPATION OF GIRLS AND BOYS IN THE UNITED STATES AND PENNSYLVANIA

Throughout the United States participation of students in interscholastic athletics continues to increase. According to a 1978 survey of the National Federation of State High School Associations, which counts individuals once for each sport they participate in, the total number of "participants" in high school interscholastic athletics was well over 6.4 million, up 13.2% from 1976. The number of boys participating in interscholastic sports in 1978 was 4,367,000, up 6.3% from 1976. The number of girls participating in interscholastic sports increased over 26% since 1976, bringing the total number of female participants to over 2 million in 1978. According to the 1978 survey, 32% of the participants in interscholastic sports are girls.

In 1972 when Title IX, which prohibited sex discrimination in any educational program or activity receiving federal financial aid, was passed, there were 317,000 girl participants nationally. By the 1978 survey, there were 2,083,000 or more than a 5 times increase in girl participants. To put it another way, in the six years since the legal mandate to end sex discrimination in school athletics, there has been over a 550% increase in girl participants! During the same period the number of boy participants increased 16%.

The most popular girls' sport nationally is basketball with 537,810

Presented by Pennsylvania Commission for Women at Public Hearings on Interscholastic Athletics for Girls in Pennsylvania.

participants, up 39% since 1976. Over 2,000 schools that are members of the National Federation of State High Schools Associations initiated girls' basketball programs the past two years. The next most popular sports for girls are outdoor track and field, volleyball, softball, tennis, swimming and diving, gymnastics, field hockey, cross country and indoor track and field.

For boys 11-man football was the most popular national sport followed by basketball, outdoor track and field, baseball, wrestling, cross country, tennis, soccer, golf, and swimming and diving.

In Pennsylvania according to the 1978 survey there were 319,533 participants in junior and senior high school interscholastic athletics. More than twice as many boys as girls participated - 214,733 boys and 104,720 girls. Girls are 32% of the total participants.

Football, the top interscholastic sport nationally, is the most popular sport for boys in Pennsylvania with 951 sponsoring schools and 76,000 participants. Basketball has 1,082 sponsoring schools with 32,460 participants. Figures indicate that wrestling comes in third (813 schools, 32,520 participants) and track and field fourth (733 schools, 21,990 participants). About 50% of the sponsoring schools in these sports are senior high schools and the other 50% are junior high schools.

Basketball, which is the number one girls' interscholastic sport nationally, is also the most popular sport for girls in Pennsylvania with 925 sponsoring schools and 27,750 participants. Track and field is second with 572 sponsoring schools and 17,160 participants. Softball has 560 sponsoring schools with 11,200 while field hockey has 390 sponsoring

schools with 15,600 participants. An average of 72% of these sports are offered by senior high schools (68% basketball, 81% softball, 75% track and field, and 63% field hockey). Junior high schools offer only about 28% of the interscholastic sports for girls as compared with 50% for boys.

It is interesting to note that of the three sports in which most girls participate, only one (basketball) requires the use of indoor facilities while two of the three top boys' sports (basketball and wrestling) need indoor facilities. The usual season for both these boys' and girls' indoor sports is the winter.

According to the Pennsylvania Interscholastic Athletic Association's 1977-78 Handbook, 564 public senior high schools reporting sponsored at least one interscholastic sport for girls and boys. However, only 11.2% (63) of the schools offered the same number of interscholastic sports for girls and boys. Eighty-eight and three tenths per cent (499) schools reported sponsoring more interscholastic sports for boys than girls and 0.4% (2) schools reported sponsoring a greater number of interscholastic sports for girls.

Of the 497 senior high schools that reported sponsoring more interscholastic sports for boys than girls, 22 sponsored 3 times more sports for boys, 8 schools sponsored 4 times more sports for boys and 1 school offered 5 times more sports for boys than girls.

There are 451 junior or middle schools in Pennsylvania that are members of the Pennsylvania Interscholastic Athletic Association and sponsor interscholastic sports. Eighty-six per cent (388) of these schools offer more interscholastic sports for boys than for girls. Thirty-two

per cent (143) of Pennsylvania junior high or middle schools sponsor interscholastic boys sports but no interscholastic sports for girls! One hundred thirty-five or 30% sponsor at least twice as many interscholastic sports for boys as for girls. Only sixty-three or 14% of the schools sponsor an equal number of sports for boys and girls.

In Pennsylvania the first year that participants were reported by sex was in the 1974-75 survey. That data was collected one year after Title IX was passed. At that time there was a total of 29,800 and by the 1978-79 survey the total number of girls was 104,720, an increase of 251%. Boys' participation increased from 172,500 to 214,733 (25%) between the 1974-75 and the 1978-79 survey. Charts attached to this report provide detailed data.

To summarize, there has been a dramatic increase in the number of girls participating in interscholastic sports since Title IX was passed in 1972. An analysis of the 1978 survey of Pennsylvania interscholastic sports reveals that 32% of the total participants are girls. However, 88% of the Pennsylvania senior high schools and 86% of the junior or middle schools sponsor more boys' than girls' interscholastic sports and in 32% of the junior high or middle schools that sponsor interscholastic sports for boys, there are interscholastic sports for girls.

Quantitative data are not available to compare other factors involved in determining equity such as the number of sports sponsored each season, length of season, number of competitive events, practice times, types of equipment, use of facilities, quality of coaching and officiating, and publicity.

1978-79 NATIONAL FEDERATION SPORTS PARTICIPATION SURVEY

Part 1 - Total Participation

GIRLS

Year	Total Participants*	PREVIOUS SURVEY COMPARISON Participants	± Percent
1978-79	2,083,040	+438,040	+ 26.6
1976-77	1,645,000	+345,000	+ 26.5
1974-75	1,300,000	+983,000	+310.
1972-73	317,000	+ 23,000	+ 7.8
1970-71	294,000	-------	----
From 1970	--------	+1,789,040	+608.5%
From 1972	--------	+1,766,040	+557.0%

BOYS

Year	Total Participants*	PREVIOUS SURVEY COMPARISON Participants	± Percent
1978-79	4,367,000	+258,000	+ 6.3
1976-77	4,109,000	+ 39,000	+ .9
1974-75	4,070,000	+299,000	+ 7.9
1972-73	3,771,000	+105,000	+ 2.9
1970-71	3,666,000	-------	---
From 1970	--------	+701,000	+19.1%
From 1972	--------	+596,000	+16%

* Participants - counts individuals once for each sport they participate in.
National Federation of State High Schools Associations

MOST POPULAR[1] INTERSCHOLASTIC SPORTS - PENNSYLVANIA

Girls

Sport	Number sponsoring schools	Number participants[2]
1. Basketball	925	27,750
2. Track and field	572	17,160
3. Field hockey	390	15,600
4. Softball	560	11,200
5. Volleyball	421	8,420
6. Tennis	360	5,400
7. Swimming	230	5,060
8. Cross country	251	5,020
9. Lacrosse	104	4,160
10. Gymnastics	159	3,180
11. Golf	133	1,330
12. Soccer	22	440

Boys

Sport	Number sponsoring schools	Number participants
1. Football	951	76,080
2. Wrestling	831	32,520
3. Basketball	1,082	32,460
4. Track & field	733	21,990
5. Baseball	714	15,708
6. Cross country	464	9,280
7. Golf	453	6,795
8. Soccer	274	5,480
9. Swimming	230	5,480
10. Tennis	364	5,460
11. Volleyball	124	2,480
12. Gymnastics	54	1,080

1. Popular is defined as greater number of participants
2. Participants - counts individuals once for each sport they participate in. Data based on 1978 National Sports Participation Survey by the National Federation of State High School Associations.

Girls' Participation in Interscholastic Sports in Pennsylvania

Sport	1974 -1975 No. schools	1974 -1975 No. participants[1]	1978 - 1979 No. schools	1978 - 1979 No. participants
Basketball	397	11,000	925	27,750
Cross country			251	5,020
Field hockey	208	8,300	390	15,600
Golf	3	30	133	1,330
Gymnastics	61	1,200	159	3,180
Softball	114	2,200	560	11,200
Soccer			22	440
Swimming	85	1,870	230	5,060
Track and field	67	2,000	572	17,160
Tennis	90	1,300	360	5,400
Volleyball	96	1,900	421	8,420
Lacrosse	48	1,900	104	4,160
	Total	29,800		104,720

1. Participants - counts individuals once for each sport they participate in.
2. Includes junior and senior high schools.

Data: National Federation of State High School Associations

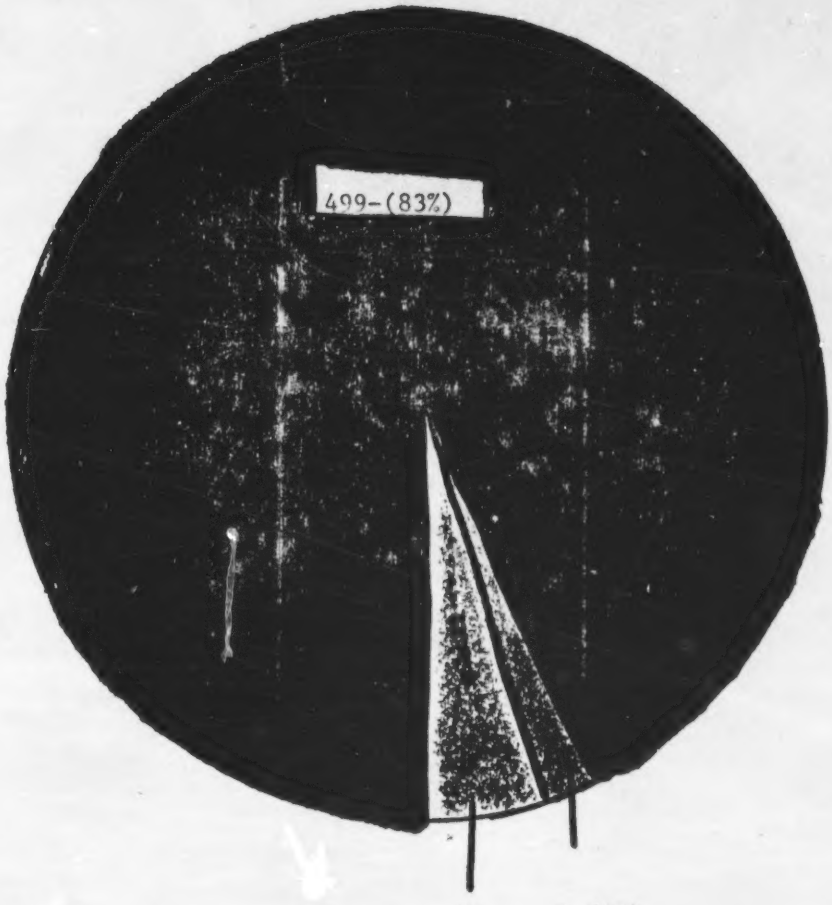
Boys' Participation in Interscholastic Sports in Pennsylvania

Sport	1974 - 1975 No. schools	1974 - 1975 No. participants[1]	1978 - 1979 No. schools	1978 - 1979 No. participants
Baseball	545	11,000	714	15,708
Basketball	1,100	31,000	1,082	32,460
Cross country	373	7,400	464	9,280
Football	911	72,000	951	76,000
Golf	415	6,200	453	6,795
Gymnastics	65	1,300	54	1,080
Soccer	250	5,000	274	5,480
Swimming	156	3,400	230	5,480
Track and field	717	2,100	733	21,990
Tennis	224	3,300	364	5,460
Volleyball	93	1,800	124	2,480
Wrestling	682	27,000	813	32,520
Rif	77	1,000	---	-----
	Total	172,500		214,733

1. Participants - counts individuals once for each sport they participate in.
2. Includes junior and senior high schools.

Data: National Federation of State High School Associations

MORE INTERSCHOLASTIC SPORTS ARE SPONSORED FOR
BOYS BY PENNSYLVANIA SENIOR HIGH SCHOOLS



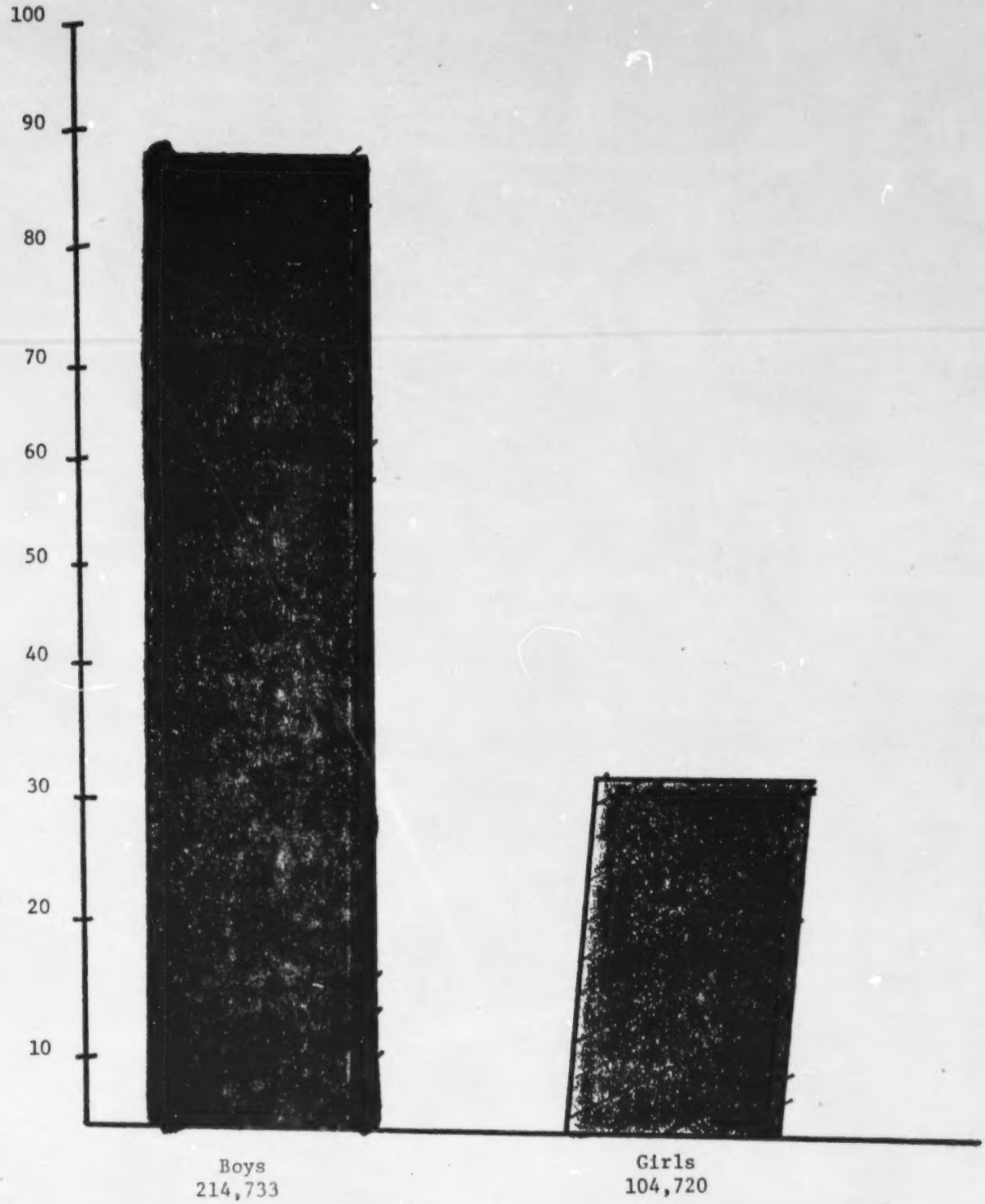
More sports for boys

Same # sports for boys & girls

More sports for girls

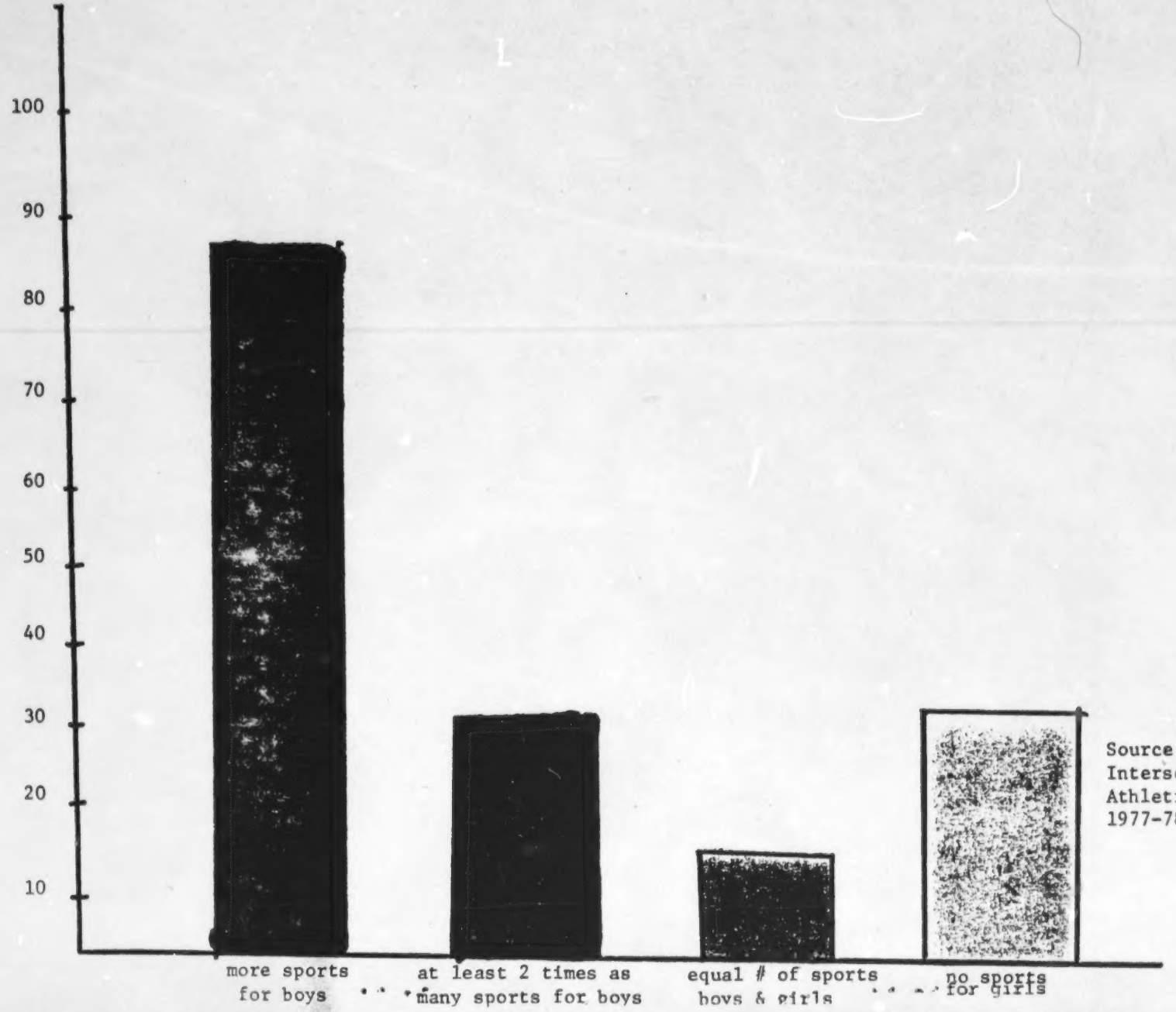
Source: Pennsylvania Interscholastic Athletic Association - 1977-78 Handbook

PARTICIPANTS IN INTERSCHOLASTIC SPORTS BY SEX
PENNSYLVANIA PUBLIC SCHOOLS - 1977



Source: National Federation of State High School Associations

MORE INTERSCHOLASTIC SPORTS ARE SPONSORED FOR
BOYS BY PENNSYLVANIA JUNIOR HIGH/MIDDLE SCHOOLS



Source: Pennsylvania Interscholastic Athletic Association 1977-78 Handbook